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ER-7-6358

19 November 1955

**MEMORANDUM FOR:** Director of Central Intelligence

**SUBJECT :** Survey of the Foreign Documents Division, Office of Operations

1. In conducting the survey of the Office of Operations we are inspecting each division independently in view of the autonomous character of the three divisions of this Office. The survey of the Foreign Documents Division has been completed and is forwarded herewith.

2. Copies of this survey have been provided to the DD/I and the AD/Operations and Chief/FDD through the DD/I. It is suggested that the Office be requested to comment on the survey of this Division even though the inspection of the other two divisions have not yet been completed.

/s/ Lyman Kirkpatrick

Lyman B. Kirkpatrick  
Inspector General

Copy No. 1 - DCI  
2 - DDCI  
3 - DD/I  
4 - AD/O via DD/I ✓  
5 - C/FDD via DD/I  
6 - IG

FOREIGN DOCUMENTS DIVISION

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# **I. PURPOSE AND SCOPE**

A. This survey has been based on an inspection of the Foreign Documents Division (FDD), of the Office of Operations and includes statements and appraisals contributed by components in the DD/P, DD/I, and the IAC agencies. The aim has been to determine: (1) the soundness of the Charter for FDD as set forth in the National Security Council Intelligence Directive No. 16; (2) the effectiveness of the Advisory Committee and the Sub-committee on Foreign Language Publications in assisting the DCI in his coordination responsibilities of CIA and the IAC translation services; (3) the value of the foreign language document exploitation program and the quality of the publications issued by FDD; (4) the importance of the special projects and activities engaged in by FDD designed to meet the special linguistic services placed on it by the Agency and the IAC; and (5) the responsiveness of the Division to requirements.

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B. FDD, as of 1 September 1955, had an authorized strength of [redacted] and 25X1A an actual strength of [redacted] its budget for FY 1956 was [redacted] Since the 25X1A end of World War II, FDD has contributed information of intelligence value, especially that which has dealt with the USSR, the Satellites and the Far East. During FY 1955 the number of documents exploited on these areas amounted to 98,336 or 50.6 of the total handled by FDD. At no time during the past 10 years has the principle of the FDD translating service as a service of common concern for the intelligence community been seriously questioned. The demands for information have increased until considerable strain has been put on the personnel in FDD to meet their requirements as a service of common concern.

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of the Division. The low per cent for IAC agencies was attributed to the fact that many of their specialized requests were sent to their own language units to handle.

D. The findings in this survey indicate that FDD is performing its mission to the general satisfaction of the users. There is no backlog of unfinished translations in which deadline dates are being ignored. There are large projects, such as the exploitation of the [REDACTED] in some 8,000 separate dossiers, which proceed on an overtime basis with no specific deadline set. There were a few isolated comments that deadlines were not being met by FDD, but there were no general criticisms that special projects or requests for language services took excessively long to complete.

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E. There were some evidences in the intelligence community that the procurement of materials was not the best. While subscriptions for foreign language documents increased during FY 1955, the selection left much to be desired. Personnel in FDD are convinced that only by CIA taking over the publication procurement program from the Department of State can document collection be improved. The officers appointed lack language competence, are not acquainted with the book trade, and often do not have sufficient bibliographic and intelligence experience. The assumption by CIA of the publication procurement program was recommended by the Clark "Task Force on Intelligence Activities." This shift in control of the program should take place during FY 1956.

F. There is much room for improvement in FDD on the selection and treatment of the materials available. The tendency is to attempt to

publish too much, to abstract information rather than to follow the harder but more accurate procedure of translating verbatim and extracting information for intelligence analysts. The program as presently conceived is too inflexible, coverage is too general, and reportorial accuracy is too often lacking whereby attribution, slant, scope, and emphasis are made abundantly clear to the user. Also, FDD has drifted into publications which are library functions, such as the issuing of Reference Aids. These should be discontinued and transferred to OCR where the function belongs.

G. The location of FDD in the Office of Operations (OO) is believed to be the most satisfactory. While FDD is not a collector of information in the same sense as is the [REDACTED] and Contact Division, it does, nevertheless, select and publish unappraised raw information. Since the mission of OO is to disseminate to the intelligence community unevaluated information, the language exploitation program of FDD appears to fall correctly into the over-all services of common concern rendered by the Office.

## II. RECOMMENDATIONS

A. The Chief, FDD, should correct the deficiencies in the foreign language exploitation program by performing the following:

1. Make more extensive use of quotations;
2. Emphasize reportorial accuracy whereby attribution, slant, scope, and emphasis are made abundantly clear;
3. Assure that the foreign sources of information, especially new sources, are evaluated as to past accuracy, slant, bias, editorial viewpoints, government control, and affiliations with political organizations, scientific groups, or learned societies;

4. Take firm measures to delete from publications editorial comment (unless clearly marked), appraisal of substance, analytical comment, or conclusions;

5. Include in the documentation of materials exploited a statement of the length, e.g., a three-column newsitem, a five page periodical article, or a book of 365 pages; and

6. It is further recommended that FID be given the necessary increase in manpower to implement this Recommendation. (Page 36)

B. The confusion existing between FID and OCR in the publication of Reference Aids and Research Aids should be corrected. Based on the survey of FID we would make the following recommendations. However, we would suggest withholding implementation until we check those in our survey of OCR in early 1956:

1. The Reference Aid series should be immediately discontinued in FID and the manpower used in the preparation of this publication be more properly assigned to foreign language translation and exploitation;

2. The name Research Aid in OCR should be dropped and the title Reference Aid be adopted;

3. Responsibility for meeting the Agency's and IAC's requirements for reference material belongs to OCR and when projects require outside language assistance, that Office should obtain it from FID or elsewhere and publish the results as a Reference Aid, giving proper credit where appropriate. (Page 42)

C. The overlapping and confusion existing between FID and OSI in the publication of certain scientific and technical issuances should be corrected as follows:

1. The AD/SI in consultation with the AD/O should rescind the memorandum of agreement dated 5 October 1951, whereby OSI was to assume the responsibility for translating, exploiting and publishing unevaluated information on the Presidium of the Academy of Sciences, USSR;

2. In all future studies of this nature, AD/SI should avail himself of the professional linguistic services of FDB; and

3. When lengthy projects are organized in OSI requiring material from open foreign language documents, careful terms of reference should be prepared which will go far toward eliminating possible errors in choices of materials and assuring that the "magnitude of the effort" and the "range and character of interests" are understood. (Page 44)

*if SI can tell specific requirements in large projects, make the head in school.*

D. The FDB Branch Chiefs should ensure that their Section Chiefs be alerted to the lack of substantive guidance they are giving the translators and that they be instructed to devote their energies to:

1. Organizing the substantive work of the Section;
2. Assisting the translators and exploiters in selecting the items for exploitation;
3. Keeping the language officers constantly aware of the requirements leveled on the Section and deadlines to be met; and
4. Determining whether certain source material, because of its significance, should be translated verbatim, extracted, or abstracted. (Page 67)

E. The Chief, FDD should accomplish the following:

1. The Branch Chief or their Deputies read critically and appraise all of the material selected for exploitation by the various Branches and initial each item, indicating that not only the selection of the item is approved for publication, but the treatment as well;

*Time  
consuming*

2. Assure that old, duplicatory and unimportant information is removed and that the source material exploited be focused sharply on stated needs; and

3. Relieve the Branch Chiefs of secondary duties which may interfere with performing this most important task. (Page 67)

F. The Chairman of the CG Career Service Board should require that:

1. The Chief, FDD appoint a divisional Career Management Staff composed of the Deputy Chief of the Division as chairman, the Chief of the Administrative Staff as the permanent executive secretary, and three Branch Chiefs to serve on the staff for a twelve-month period on a rotating basis;

2. The Executive Secretary should:

- a. Develop in connection with all personnel in the Division long-range career plans in line with Agency and Office regulations;

*No!*

- b. Compile minimum manpower and training requirements for each type of language service rendered by FDD for the intelligence community;

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- c. Identify the individuals who will be needed to satisfy these requirements;
  - d. Maintain a current roster of personnel who already satisfy by training and experience FDB's requirements;
  - e. Prepare requirements for the recruitment of junior personnel in consultation with the Chief of the JUF Program in the Office of Training;
  - f. Prepare career plans for selected junior officers in FDB in compliance with the Junior Career Development Program; and
  - g. Submit findings, recommendations, and plans to the FDB's Career Management Staff.

3. The Career Management Staff should consider all aspects of individual career plans and manpower needs of the Division and submit them along with recommended action to the Division Chief for his review; and

4. The Chief, FDB should propose to the OO Career Service Board the individual career plans and junior officer career programs of personnel under his jurisdiction and recommend action to be taken within the framework of these programs with respect to assignment, reassignment, training, testing, rotation and promotion. (Page 76)

6. The DD/I should refuse to accept the position of the Department of State that the Publication Procurement Officers (PPO) Program should remain under the administration of the Department. He should continue to negotiate with persons in authority with the intent of placing under CIA the supervision

and direction of the PFO Program. Following the transfer of this function to CIA, the appointment of procurement officers should be done in cooperation with the Department and details with respect to cover and integration must, of necessity, always receive the approval of the Department of State. Funds to cover this activity should be transferred to the Department as soon as control has reverted to CIA. (Page 23)

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I. The Linguistic Service provided by FID should be extended to the DD/P complex. Space should be provided preferably in "J" or "K" Building for three linguists to assist the regional Divisions in performing their intelligence and operational functions. The Chief, FID should be instructed to set up Linguist Service facilities as soon as feasible. (Page 64)

J. The proof-reading function should receive more attention so as to assure professional accuracy for all publications and issuances. (Page 39)

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### III. PRODUCTION AND COORDINATION RESPONSIBILITIES

#### A. Charter of the Division

##### 1. Origin of FDB

a. The need for the fullest possible exploitation of captured German and Japanese documents was realized by Government intelligence components toward the close of World War II. The various intelligence units in Army, Navy, and State set up their own translation services designed to capitalize on these sources of information and produce their own publications based on translated foreign documents. By 1946 there were five organizations in the U. S. Government composed of linguists who were meeting certain consumer demands.

b. The formation of the joint War-Navy Washington Documents Center in December 1945 was an effort to consolidate the linguistic talent in the Government so as to eliminate duplication of effort and publication and to meet the intelligence requirements of the growing intelligence community. Late in 1946 the Washington Documents Center was transferred to the newly created Office of Operations (OO) then a part of the Central Intelligence Group. The name of the Documents Center was changed to the Foreign Documents Division and, along with OO, was made a part of CIA in October 1947.

c. The early work of the Division consisted of selecting, translating and summarizing information obtained from the more than 2,000,000 captured documents. This information was of strategic intelligence value, especially that which dealt with the USSR. Following the completion of the captured document exploitation program,

the emphasis shifted to overt publications emanating from the USSR, China, and the denied areas, and periodicals and press items from other regions and countries in the world which shed light on these areas' internal and foreign policies which might have some effect on U. S. national interests.

d. At no time during the last decade has any intelligence component in the Government seriously questioned the necessity of having a translating service tied to the Government's intelligence effort. In fact, a major problem has been to get the intelligence agencies in the Government to reduce in size or eliminate their own translation services and rely on CIA to provide this as a service of common concern. Failing to accomplish this, the IAC agencies finally agreed to report to CIA their translations commenced and completed for inclusion in a publication known as the Consolidated Translation Survey. (See Page 18.) The survey was first published in October 1949 and has appeared monthly ever since.

2. National Security Council Intelligence Directive No. 16.

a. Since the establishment of FEO in OO, this Division has exploited and translated documents as a service for all CIA components. The same service, although not as extensive, has been given to the IAC agencies except for the routine translations of a highly specialized nature which the various agencies do for themselves in support of their own special needs. The formalization of CIA's relationships with the IAC with respect to foreign language document exploitation was accomplished with the issuance of the National Security Council Intelligence Directive No. 16 on 7 March 1953.

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b. This NSCID, entitled "Foreign Language Publications," comprises the Agency's charter for the exploitation of foreign language publications for intelligence purposes. The DCI is required: (1) to insure the coordination of the procurement of foreign language publications for intelligence purposes; (2) to prepare and disseminate English language excerpts, summaries, abstracts, and compilations for foreign language publications; (3) to develop and maintain indexes, accession lists, and reference services regarding foreign language publications of intelligence interest; (4) to insure the coordination of translation services with similar activities maintained by the intelligence agencies in accordance with their needs; (5) to provide for the acquisition of foreign language publications in the possession of other intelligence agencies; and (6) to establish an Advisory Committee on Foreign Language Publications composed of IAC representatives and other agencies of the Government to assist the DCI in implementing this Directive.

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c. The implementation of NSCID 16 was provided for by the [REDACTED] dated 23 April 1953. This Regulation properly allocates the various functions to components in the Agency to insure the adequate procurement, exploitation and referencing of foreign language publications for intelligence purposes and provides for a translation service for CIA.

d. The DBI was made responsible for designating the Chairman of the NSCID No. 16 Advisory Committee, which is responsible for assisting the DCI in the implementation of that Directive within CIA and among the intelligence agencies. The Assistant Directors for OG

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and OCR were given the responsibility for developing orderly methods of carrying out all directives and regulations with respect to coordinating among IAC members the acquisition, referencing and proper exploitation of foreign language documents and publications.

3. Mission

a. This report is concerned mainly with appraising the mission and functions of OO with respect to its responsiveness to IAC and Agency requirements in the field of foreign language document exploitation. The value of foreign language exploitation as a source of information in the intelligence program is generally recognized and supported, as is the necessity for a document component to perform these services centrally for the IAC.

b. The mission of FID includes the following: (1) the establishment of a translation and language service to support informational and operational needs of CIA, and to fulfill, when workload permits, the specialized translation requests of the IAC; (2) the coordination with other Government agencies and representatives of foreign governments' foreign language document exploitation as directed by the AD/DO; (3) the continuous exploitation of foreign language documents in accordance with the information and operational requirements of the offices and staffs of CIA and the IAC agencies; (4) the development of new sources, methods and techniques for such exploitation in order to assure the best possible coverage of available source material; and (5) the review of all available foreign language documents to determine their applicability to existing intelligence needs.

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c. OO is believed to be the most satisfactory place in the Agency in which to direct and supervise the foreign language exploitation program. While FID is not a collector of information in the same sense as are the [REDACTED] and Contact Division, it does, nevertheless, select and publish unappraised raw information. The main function of OO is to make available to the entire intelligence community unevaluated raw information for the use of research analysts and operations officers.

d. In fulfilling this mission, FID in FY 1955 allocated 67.9 per cent of its manpower to turning out its regular publications in response to programs established by the IAC Sub-committee on the Exploitation of Foreign Language Documents. The remaining 32.1 per cent of its manpower was devoted to rendering specialized services as requested by the Agency and the IAC. For example, special services for all DD/P components in addition to the regular publications represented 14.4 of FID manpower, for the DD/I 13.7 and for IAC 4.0. The low figure for the IAC is attributed to the fact that the various agencies have access to small translation units of their own which take care of most of their specialized requirements. ?

### B. Coordination

#### 1. Advisory Committee on Foreign Language Publications

a. Under the provisions of HSCED 16, an Advisory Committee on Foreign Language Publications was established to assist the DCI in the implementation of that Directive within CIA and among the intelligence agencies. The Chairman of this Committee is an Agency representative appointed by the DD/I, and the members from the IAC are appointed by

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their respective heads. The Committee meets once a year in March. It receives the annual reports of the various sub-committees and gives general policy guidance with respect to the exploitation of foreign language documents.

b. The charter of the Advisory Committee is set forth in IAC-D 60/1 and requires that the Committee: (1) advise CIA with regard to the services performed as a primary responsibility under NSCID-16 to meet IAC needs; (2) recommend to CIA priorities in the abstracting of foreign language publications; (3) advise CIA regarding the activities of the member agencies in the field of preparing English excerpts, summaries, abstracts, compilations, and translations of foreign language publications; (4) advise CIA regarding the development and maintenance of indexes, accession lists and reference services in respect to foreign language publications; and (5) advise CIA regarding publications procurement needs and capabilities of the member agencies in order that CIA can insure the coordination of procurement and recommend to the IAC the priority for the procurement of publications in emergency situations.

c. In performing this task, the Chairman of the Advisory Committee on Foreign Language Publications established three sub-committees which together encompass the general responsibilities separately identified in NSCID-16. These sub-committees are: (1) Exploitation; (2) Procurement; and (3) Reference. The Sub-committee on the Exploitation of Foreign Language Publications is chaired by the Chief of FID. The other two Sub-committees are located in OCR and chaired by two representatives from that office. These three sub-committees perform supporting services of common concern

exploitation components. Representatives of other interested departments and agencies are frequently invited to sit with these sub-committees on matters which concern them.

d. This survey is principally concerned with the Exploitation Sub-committee. The activities of the other two sub-committees will be inspected at the time OCR is surveyed by the Inspector General.

2. Sub-committee on Exploitation of Foreign Language Publications

a. The Sub-committee on Exploitation of Foreign Language Publications was established 1 May 1953 in order to determine and recommend actions necessary for the development of a practical program for the production of needed information from foreign language publications. The Sub-committee is charged with the responsibility for:

(1) Examining the requirements and priorities of the intelligence agencies for information from foreign language publications and the present activities of agencies engaged in exploiting foreign language publications.

(2) Appraising present coordination of translation services and recommending steps necessary to improve this activity.

(3) Reviewing periodically the exploitation program and the coordination of translation services to determine their effectiveness and recommend any variations or alterations required by changing needs or conditions.

b. The Sub-committee meets every two weeks. The views of all agencies represented are carefully considered and programs and priorities reviewed in the light of needs. Careful consideration is

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also given to the scope of all existing exploitation facilities and the adjustments FID must make to meet the unsatisfied needs of the consumers.

c. In the main, the Sub-committee has performed its coordination functions well and has assisted FID and the Agency in discharging its responsibilities as defined in NSCIB-16. By means of the work done by the members of the Sub-committee, FID has been able to concentrate its manpower on the most profitable types of foreign document exploitation. The periodic review of programs and publications during FY 1955 has resulted in the elimination of exploitation activities no longer necessary. One example of this was the elimination of the India/Pakistan Program as an FID exploitation effort because of the number of publications in that field available in the English language. Other programs were similarly either reduced or eliminated, thereby releasing linguists for higher priority work such as that required on USSR and Satellite matters.

d. Every major area and functional program in FID has been scheduled for Sub-committee review every six months. Requirements and priorities are also carefully reviewed and recommendations made to all interested intelligence agencies as to the type and quantity of foreign document exploitation which may be needed during any fiscal year.

### 3. Coordination of Translation Services

a. From the beginning of the Foreign Documents Division as a component of CIA, efforts have been made by the Chief of the Division to ensure that duplication in translation and exploitation services was

reduced to a minimum. By 1949, definite progress had been made by all interested Government agencies in effecting proper coordination of their efforts. It was clearly recognized that CIA must assume responsibility for over-all coordination centrally in order to meet the requirements of the whole intelligence community.

b. As an outgrowth of this recognition of the Agency's special position, all the IAC agencies cooperated by reporting to FID their completed translations and those already begun or planned. This information was coordinated and compiled in booklet form known as the Consolidated Translation Survey (CTS). The first issue was published in October 1949 and the publication has appeared monthly ever since. The Division also maintains a cumulative record--the Document Exploitation File--of material published in the Survey.

c. Since its appearance, the CTS has gone through numerous refinements. The publication now includes foreign language production of other Government agencies, universities, private institutions and industries, commercial translating enterprises and of certain translation and exploitation activities in Great Britain. Approximately 1,000 new titles are added to the file each month. From foreign language sources, the file cross-references approximately 68,000 titles of translations either completed or in process.

d. In order to make the publication more usable to customers, representatives from FID and from the Library Staff in OCR brought about a more efficient coordination of listings in the survey by

adopting the Library's numbering and file system. The annual Progress Report for FY 1955 produced by FID disclosed that more than 5,000 items were checked against the Document Exploitation File, resulting in the prevention of 507 cases of duplication. This master coordinating instrument has been very effective in preventing expensive duplicative effort. It has been accurately estimated that the savings to the Government total more than \$30,000 a year by means of this method of coordination.

e. Another FID coordinating device was the preparation and dissemination of the Foreign Publications Exploitation Review published for the first time in April 1955. The purpose of this publication was to acquaint the intelligence community with the facilities and products derived from the exploitation of foreign language publications. The material in the Review is presented in Area/Country breakdown and includes a section on the exploitation of scientific and technical publications.

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4. Procurement

a. The importance of foreign language publications as a source of unique information was stressed by the "Task Force Report on Intelligence Activities" produced by the Commission on Organization of the Executive Branch of the Government, May 1955. The program for procuring foreign language publications has been the responsibility of the Department of State since the Foreign Service Act of 1946. As initially conceived, the main purpose of this procurement program was to serve the non-intelligence departments of the U. S. Government. By 1953, however, it was clear that the main interest in such publications was with the intelligence community.

b. The Department of State established a Publication Procurement Program designed to collect the best publications the world over. Budgetary problems required considerable retrenchments, however, until in FY 1955 there were only five Publication Procurement Officers (PFO)

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 In order to facilitate this program, the Agency personnel transmitted requirements to the Field and coordinated requirements among Washington agencies. This function was taken over by OCR in 1953. This left in the Department only the responsibility for appointing and administering the PFO's in the Field.

c. This arrangement whereby the Department of State controls the Field people and CIA administers the Headquarters personnel concerned

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with procurement is impractical. The number of Headquarters procurement personnel in 1955 reached [REDACTED] costing the Agency [REDACTED] for miscellaneous expenses. The Agency also transfers to State Department approximately [REDACTED] for publications procurement. The Department of State expends approximately \$36,000 for the procurement of publications solely to meet Department needs. The division of labor between CIA and State Department on administration of Headquarters people and State's management of the FPO program was recognized by the "Task Force on Intelligence Activities" to be awkward and inefficient and the Task Force recommended that the "responsibility for procurement of foreign publications and collection of scientific intelligence be shifted from State to CIA..."

d. Personnel generally in FID have been highly critical of the publications procurement program. By the beginning of the calendar year 1954 the Division was receiving only two-thirds of all its subscriptions to foreign language publications. This decline was felt in all areas, the most deficient being in Indonesia, from which only 18 of 84 titles subscribed to were received. The Department of State was urged to improve its collection program but little improvement resulted. Also, the selection of materials by the Publication Procurement Officers (FPO) left much to be desired. These officers often do not possess adequate language ability to judge properly the value of publications, they too often lack the knowledge of the book trade, and they do not have sufficient bibliographic and intelligence experience to perform their tasks on a high professional level.

e. Where improvement has taken place during FY 1955 the credit must go largely to Agency efforts in the Field and in OCR. During FY 1955, FDD subscriptions reached 2,162 titles. Of this figure, 20 per cent are being received by Air Pouch. This increase in coverage and speed in reception has been due chiefly to direct subscriptions where possible and to the assistance of DD/P Field people.

f. During the period of this survey, negotiations were begun between the DD/I and officials in the Department of State for the transfer of the FPO program to CIA. Mr. Park Armstrong, Jr., Special Assistant to the Secretary of State, wrote in a memorandum dated 21 October 1955 that the transfer of the FPO program to CIA would "result in the creation of more problems than would be solved." The position of the Department of State is that the procurement function should remain in the Department, but that CIA should provide the Department with funds or positions to cover the additional assignments this Agency believes to be necessary in order to obtain the foreign language materials required to meet CIA and IAC requirements. The memorandum concludes with the statement that funds should be transferred to the Department "in a way that would not require the Department to justify the additional positions in future budget years as 'increase' in its permanent budget ceiling."

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g. In effect, the Department of State does not agree to any change. It is, therefore:

Recommended that the DD/I refuse to accept this position and continue negotiations with persons in authority, with the intent of placing under CIA the supervision and direction of the FPO program. Following the transfer of this function to CIA, the appointment of procurement officers should be done in cooperation with the Department, and details with respect to cover and integration must, of course, always receive the approval of the Department of State. Funds to cover this activity should be transferred to the Department as soon as control has reverted to CIA.

h. This recommendation in no way detracts from the procurement of foreign language materials normally engaged in by the Foreign Service Officers in the embassies and consulates in the various countries of the world.

### C. Priorities

#### 1. Policy Directives

a. Basic priorities reflecting IAC intelligence interests (for FID's operations) are set forth in DCID 4/4, "Priority National Intelligence Objectives," of 14 December 1954. This Directive is considered as binding on FID as it is on all other members of the intelligence community.

b. The Directive lists "Highest Priority Objectives" as:  
(1) Soviet and Chinese Communist over-all politico-military strategy, intentions, and plans, "particularly intentions and plans to initiate hostilities using their own or Satellite forces;" (2) "Soviet developments, production, disposition, and employment of weapons and other components of weapons systems requisite for nuclear attack on the United States and/or key U. S. overseas installations or for defense of the Soviet Bloc against air attack;" and (3) "Soviet capabilities, plans, and intentions for the clandestine delivery of nuclear, biological, or chemical weapons."

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c. Post-mortems on National Intelligence Estimates are also regarded as affording priorities guidance.

## 2. IAC Guidance

a. In its exploitation operations, FID receives guidance on priorities, as on other matters, from the members of the Sub-committee on Exploitation of Foreign Language Publications. Several devices are employed, through the Sub-committee, for ascertaining priority needs of the intelligence community and for working out programs for meeting those needs. Among these are questionnaires which are circulated among members of the community from time to time asking for expressions of preference as to documents to be procured, subjects to be covered, and manner of presentation of the data obtained.

b. The Sub-committee also functions as a continuing forum for informal discussion of the community's needs, as well as for formal, periodic consideration of surveys, programs, and questionnaires. Adjustments of priorities often result from this discussion. Still further adjustments are worked out in operational liaison.

## 3. Enforcement of Priorities

a. The Chief, FID, carries out, so far as the Division's manpower and facilities permit, Sub-committee recommendations in which he concurs. Several attempts to induce consumers to set up a panel to determine priorities among conflicting requirements have failed, and the responsibility for resolving such conflicts has, accordingly, fallen on the Chief of the Division.

b. The Records Section, Reports Branch, FID, screens and assigns requirements which are levied directly on FID without passing through the Sub-committee. When they call for special consideration, such requirements are also discussed, and arrangements are made for satisfying them at daily meetings of Chiefs and/or Deputy Chiefs of all FID Branches with the Chief and/or Deputy Chief of the Division.

c. In deciding which of the requirements levied upon it can and should be met, in what order, and in what form, the Division is guided by the priorities established in DCID 4/4. In arriving at these decisions, the Division queries requesting components as to the justification for requirements which seem of doubtful validity to FID.

#### 4. Responsiveness to Priorities

a. FID is responsive to priorities in four major respects: (1) the Division's Table of Organization provides for a special section to exploit scientific and technical documents; (2) a large proportion of FID's total manpower is assigned to these and other subjects of high priority interest; (3) a large proportion of the documents the Division receives comes from areas of high priority interest; and (4) a large proportion of the material the Division publishes deals with such areas and subjects.

b. Three of FID's five exploitation branches deal with areas and problems of the highest priority interest--the USSR, Eastern Europe, and Scientific and Technical Units. These Branches account

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for [REDACTED] personnel of all the exploitation branches.

In addition, much if not most of the work of the Far East Branch deals with Communist China, another area of the highest priority interest.

Far East, Eastern Europe, USSR, and Scientific and Technical Branch

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personnel account for [REDACTED] of total exploitation personnel.

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Only [REDACTED] of exploitation personnel, are assigned to the Western World Branch, which is responsible for all other areas.

c. Documents received from the USSR, Eastern Europe, and the Far East during FY 1955 numbered 98,336 or 50.6 per cent of the total, a distinct achievement considering the difficulties involved in procuring material from Communist countries. (See TABS "A" and "B")

d. During FY 1955, the Division published the equivalent of 163,991 pages of approximately 300 words each. (See TAB "A") Of this total, 47,267 page-equivalents were accounted for by unclassified translations and work done by TMS (the Agency-owned language service) for which subject and area breakdowns are not available. Subjects and areas of the highest priority interest accounted for 84.3 per cent of the balance of 116,724 page-equivalents, as follows:

<u>AREA/SUBJECT</u>	<u>PAGE-EQUIVALENTS</u>	<u>PERCENTAGE OF TOTAL</u>
USSR	28,100	24.0
Far East	24,165	20.7
Eastern Europe	20,441	17.5
ENINVOLVE (USSR & Eastern Europe)	15,463	13.2
Scientific & Technical	10,454	8.9
TOTALS. ....	<u>98,623</u>	<u>84.3</u>

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e. Within the limitations imposed by manpower ceilings and the difficulties of obtaining material from Communist countries, FID's operations are responsive in impressive measure to the priorities set forth in DCID 4/4. The methods employed for determining and enforcing priorities are, on the whole, good.

5. Requirements (See TAB "A")

a. Three principal sorts of requirements are served on FID: (1) requests for continuing coverage of subjects expected to be of interest for relatively long periods of time; (2) specific, "spot" requirements for translation and/or exploitation of material on subjects not covered by requests for continuing reporting; and (3) requests for checks on the material in the Consolidated Translation Survey (CTS) and the Document Exploitation File (DEF).

b. Requests for continuing coverage are laid before and considered by the Sub-committee on Exploitation. Those which are accepted are satisfied, for the most part, by means of reports included in the Division's publications. Specific, "spot" requirements are received, screened, and assigned by the Records Section of Reports Branch. Requests for CTS and DEF checks are handled by the CTS Unit, Publications and Survey Section, Reports Branch.

c. CIA components account for a large proportion of all three categories of requirements levied on FID. There seem to be at least three principal reasons for this: (1) CIA publishes a wider variety and greater volume of material than other agencies and departments do, and, therefore, needs more FID support; (2) Agency components consider FID "a member of the family" and are more familiar with it and better

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acquainted with its facilities, and feel more free to invoke its support, than is the case with other agencies and departments; and (3) other agencies and departments maintain their own translation services, and call on FID only for exceptional translations--and exploitations--which these services cannot perform, whereas FID is responsible for all central translation services, as well as exploitation, for CIA.

d. Other agencies and departments, and other components of the Agency have occasionally complained that FID is slow in satisfying requirements, although no convincing evidence was found by the inspection team to support these complaints. The Division, for its part, readily concedes that the speed with which it satisfies requirements is sometimes less than breath-taking. It cites, however, considerations which seem to explain certain delays. For example, the kind of painstaking translation called for by the needs of the intelligence community takes more time than some consumers seem to realize. Thus, FID was recently asked to translate a 320-page book in two weeks--a period of time which, as an officer of the Division pointed out, would hardly suffice for copying the book out in long-hand, to say nothing of translating it. Second, requirements for special services sometimes call for translations or exploitations of documents which must be procured from abroad. Third, a relatively high proportion of requirements levied on the Division is for work in rare languages which few linguists can be found to handle.

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e. The only statistics on the Division's work on hand are far from all-revealing. They show only the numbers of requirements outstanding at the beginning and end of each month, and one requirement may be for translation of a full-length book in an obscure language on an esoteric subject, whereas another may be for the translation of a single easy sentence in a language every schoolboy ought to know. Subject to this reservation, however, it may be noted that the Division's backlog of requirements rose from 458 on 1 September 1954 to 660 on 31 August 1955, an increase of 202 or 44.1 per cent.

f. This amount of work on hand is not excessive, deadlines are usually met, and DD/I and DD/P--the Division's two principal consumers--express satisfaction with the promptness of FID's services.

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**D. Publications and Services**

**1. General**

a. This section of the survey will review and appraise the following: (1) the foreign language document exploitation program; (2) editorial practices; and (3) the quality and character of FDD's publications and services.

b. There are 40 scheduled reports produced by FDD which appear at intervals ranging from weekly to annually. The information contained in these reports represents a selection of new and unique items obtained from 194,000 foreign language publications received during FY 1955.

c. The selection of material for inclusion in the numerous publications of the Division is in response to IAC and CIA requirements. There are some items generated by the linguists in FDD for which there are no known requirements but which represent current or new information. The categories of publications are as follows:

(1) [REDACTED] which deal with a single subject based on overt published material; (2) [REDACTED] series, which contain classified material not previously published; (3) [REDACTED] which include unclassified material translated by FDD language contractors; (4) FDD Translation series, consisting of classified material, done mostly for other CIA components; (5) FDD Reference Aids, which include a wide variety of subjects of a lexicographic or special bibliographic nature; and (7) FDD Notes, which are brief items on timely subjects of current or new information of special interest or value to OGI or the IAC agencies.

*Summary  
of 40 scheduled  
reports on  
FDD's activities*

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d. In addition to the scheduled reports there are unpublished reports prepared in response to requirements which often are of sufficient general interest to warrant dissemination throughout the intelligence community. Unpublished reports are listed in the CPS and the DES and are always available for supplementary distribution on request.

## 2. Exploitation Program

a. The foreign document exploitation program as explained by FDD includes the preparation in English of annotated bibliographies, abstracts of articles or publications, extracts or summaries of specific information in publications, selective translations of key portions of publications, compilations and collations of specific information from a variety of newspapers and periodicals.

b. The various methods of exploitation are defined by the Division as follows: (1) an abstract is a brief description of the contents of a document or periodical article; (2) an extract is a quotation of a sentence, paragraph, or several paragraphs from a document; (3) a summary is a condensation of information from a document or article so as to exclude extraneous material; (4) a compilation is a collection of summaries and/or extracts dealing with a specific subject but not organized into an integrated report; and (5) a collation is an assembly of raw data on a given subject, fully documented, and organized into an integrated coherent report.

c. Basically the program is a sound one. Personnel in FDD not only must know--and do--the languages of most of the countries

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of the world, but they must be sufficiently well informed in area knowledge to be able to select wisely and with mature judgement the information which meets the requirements of Agency operational and intelligence personnel and the diversified interests of the IAC.  
(See Tab C.)

d. In order to meet these demands, heavy emphasis is placed on the condensation procedure which enables the language specialists to cover a wider field and record for the most part in his own words what is contained in the news story or periodical article on a given subject. Divisional personnel do not analyze or evaluate their own material selected for publication. The requirement on the Division is to process and disseminate raw unevaluated information clearly reflecting what is contained in the item exploited.

e. There have been complaints by Agency and IAC analysts that it is not always clear whether the linguist is stating the views of the author of an article, thereby reflecting faithfully the content, tone, and emphasis, or whether editorial comment or evaluation is injected by the linguist. For example, an item which appeared in Summary No. 646, 9 September 1955, based on an article on agriculture taken from a Hungarian periodical proceeds to give statistics, attributed to a Communist Party Secretary, on producer cooperatives which included, among other things, the number of cows bred and the quantity of milk produced. The article concludes with the statement that "the average milk yield is very poor...The health of the animals is generally poor, their

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care is sub-standard, and the number weeded out is high...The agronomists have failed to pay sufficient attention to animal husbandry."

f. In this reference, and there are many similar, it is unclear whether the conclusions on the failures of the cooperatives can be attributed to the Communist Party Committee Secretary or whether the quotations cited above represent merely the deductions or "helpful hints" injected into the item by the FID linguist.

g. An example of a clear presentation which leaves no doubt as to who is responsible for the information contained in the items exploited is found in Summary No. 610, 9 August 1955, on page 1. The source is clearly stated, including volume, date, number and place of publication. The introductory paragraph states, "This issue contains seven papers with English summaries representing recent advanced research in cosmic ray physics...They reflect the superior scholarship of the authors, most of whom are members of various institutes of the Academia Sinica." The material which follows represents direct translations in quotation marks, with Chinese characters appropriately used in order to make the text absolutely clear. There are no gratuitous remarks or editorialising. This treatment represents the best type of contribution which FID can make to the intelligence community. In this presentation the source, but not the content, is evaluated, which is the legitimate function of FID.

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h. The tendency in FID is to attempt to exploit too much. Experienced intelligence judgement is required to select wisely and process accurately. During this survey some IAC and Agency users were prone to be highly critical on some of the subjects selected for exploitation. An example was the Geography section of Summary No. 587, 21 July 1955, pp. 10-19. Much of the information in this section is old, not unique, and contributes little new. The article entitled "The Natural Base of the Nan Ling Mountains" was singled out as being particularly valueless. Presumably as unique information, this article first locates the Nan Ling mountains in China and then states: "The Nan Ling ranges are not as regular and majestic as T'ai Shan...The lines dividing the watersheds of the rivers flowing into the Yangtze River on the north and into the Chu Chiang (Pearl River) on the south are exceedingly crooked...The Nan Ling is very close to the Tropic of Cancer...Among the lower hills and in the low valleys, camphor and other broad-leaved trees are found. Under the trees there is an abundant growth of many varieties of grasses, herbs, gourds, and lilies." Geographic information of this type has long been included in American textbooks.

1. The information and comment obtained from Agency and IAC research and operational personnel reveal that too little concentrated attention is given to exploiting USSR technical and scientific titles, many of them new sources in 1955. As a result, a decision was reached whereby FID would exploit 19 selected Soviet journals, the Air Technical Intelligence Center (ATIC) would abstract 23, and the Air Information Division (AID) would exploit 13.

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These abstracts were to be prepared on 5 x 8 cards in a common format and dissemination carried out by the respective components concerned. This coordinated arrangement is sound, but, according to an Air Force member of the Sub-committee on Exploitation of Foreign Language Publications, FID has not been able to meet its full obligations, since ATIC claims it has not received any abstracts dealing with any of the 1955 issues of periodical titles originally scheduled for exploitation. This accusation was not entirely correct, since FID linguists have exploited some information from all 19 periodicals, but lack of Russian language personnel, according to Chief, FID, has prevented a fuller exploitation of the titles presently available (all of the 1955 titles are not expected to arrive in FID until March 1956).

J. The various customers of FID publications consulted stressed quite understandably the need for translated materials sharply focused on their own specialized tasks. All agreed, however, that over-all primary emphasis should be on the USSR, the Satellites, China, Northern Indo-China and North Korea. Secondary interest should be placed on the countries which have large Communist Parties and potentially hostile dissident groups. A third area of interest should be placed on the Arab states and Israeli. Information coming from NATO countries translated in the embassies in these countries and from private translation services is ample. FID should greatly reduce its effort on these countries. Also, only minimum time should be given to open literature on Japan, South Korea, India and Pakistan.

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k. Those consulted during this survey are generally satisfied with the service being rendered by FID, but many felt that the Chief of the Division and his staff "had gone overboard" in their stress on abstracting and that now too little emphasis was placed on extracting and verbatim translations. The IAC wanted more accurate information on the following: (1) military doctrine and training; (2) communications research, development and organization; (3) unique developments in industrial progress which periodical material might reveal better than that obtained from broadcasts monitored by FBIS; (4) biographies of key communist figures; and (5) target information (mostly Air Force interest) on power plants, transportation facilities, key industries, military and civilian air groups.

1. In order to correct the deficiencies in the foreign language exploitation program, it is :

Recommended that the Chief, FID, perform the following: (1) develop a more flexible exploitation program with more emphasis on information extracted and translated verbatim; (2) make more extensive use of quotations; (3) emphasize reportorial accuracy whereby attribution, slant, scope, and emphasis are made abundantly clear; (4) assure that the foreign sources of information, especially new sources, are evaluated as to past accuracy, slant, bias, editorial viewpoints, government control, and affiliations with political organizations, scientific groups, or learned societies; (5) take firm measures to delete from publications editorial comment (unless clearly marked), appraisal of substance, analytical comment, or conclusions; and (6) include in the documentation of materials exploited a statement of the length, e.g., a three-column news item, a five-page periodical article, or a book of 365 pages.

It is further :

Recommended that FID be given the necessary increase in manpower to implement this Recommendation.

3. Editorial Practices

a. Editing of FID materials is peculiarly difficult and requires special skills. The path of any translator is beset with pitfalls; much of the material which FID publishes deals with highly technical and other abstruse subjects; and, finally, a considerable proportion of the documents exploitation officers are of foreign birth and upbringing and their English is imperfect.

b. Typical of the infelicities which these circumstances can cause are the following quotations from items recently prepared by exploitation branches: "The area is about 8,000 square kilometers wide;" "The trio consisted of Krtchesky, Paloskov, Drunjev, and Serebyakov;" and, "His gentle and simple mannerism makes his views immovable like a phoenix." Mistakes in meaning, as well as grotesqueries of expression, are especially liable to result from the special circumstances of FID's operations.

c. FID is well organized and well staffed to edit copy which not infrequently displays disorders of these sorts. The Editorial Section, Reports Branch, has a staff of seven who are at least adequately informed linguistically and substantively, well versed in the arts of editing, and admirably motivated. The Chief, Reports Branch, is eminently well qualified in this and in other respects.

d. The Chief, FID, laid down a ruling on 9 September 1955, that thenceforward there was to be "less editing" of the Division's reports. Less time and energy were to be devoted to the improvement of the editorial quality of FID publications. Only on points

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important enough to require the attention of exploitation Branch Chiefs, were editors to question the language in which material for publication reached them. Any such questions were to be raised only through official channels at the Branch Chief level, not directly with the authors of the material.

e. Principal reasons for this decision were: (1) objections by some exploitation personnel that editors were sacrificing exactitude of meaning to beatitude of form and that they were imposing their personal editorial predilections on material; (2) a feeling on the part of responsible officers of the Division that editorial processes were consuming too much time, thereby slowing down publication schedules and cutting down the volume of production; and (3) the belief that FID is producing, not finished intelligence to be read by laymen as well as experts, but unevaluated information which is read only by experts, and that the Division therefore is not justified in devoting as much time and energy to language as it had been doing.

f. As a result of this ruling, FID editors do not now really edit the Division's material at all, in the true sense of the term. Rather, they read copy on it--that is, they perform only such rudimentary corrective operations as checking spelling and punctuation.

g. This could easily lead to the publication of awkward, obscure, and even erroneous material. It has not done so up to now, primarily because the exploitation branches have responded to the ruling of 9 September by producing appreciably better material. A close watch will, however, have to be kept on FID publications,

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lest the exploitation units lapse into language painful to read, difficult to understand, easy to misinterpret--and inaccurate. The reaction of FID consumers to the new dispensation will doubtless provide evidence which will help in judging the long-term success of the present arrangement.

"h. FID's processing of copy for publication gives grounds for misgivings in another respect as well: the low classification grades, and the corresponding youth and inexperience, of the personnel who read proof on the Division's material and who schedule its publications. Proof-reading and scheduling are functions of major importance in any publishing operation, including FID's. Yet, except for a few supervisors, the personnel who perform these tasks for the Division are all GS-4's--for the most part young girls with little or no previous experience.

i. There are, moreover, so few of these girls, relative to the workload they must bear, that each item of FID material is proof-read by only one girl, working alone. The standard, vastly safer method of having everything read by two individuals working together, with one reading the original copy aloud while the other checks the proof, cannot be employed.

j. The turnover among the girls who do this work is high, the strain on their supervisors is severe, and the danger of error, perhaps crucial error, is very real. Therefore, it is:

Recommended that more attention be given to the proof-reading function so as to assure professional accuracy for all publications and issuances. "

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4. Quality and Character of Publications

a. The contribution of FDD to the intelligence community as a service of common concern stems from the language competence of Divisional personnel. Any other type of activity or by-product done by FDD should receive a hard critical appraisal, especially in view of the fact that the Chief of the Division has requested the addition of 49 new linguists.

b. The categories of publications devised by FDD are, with one exception, satisfactory. The OO series represent a quick way of disseminating new, unique or hitherto unknown information. The FDD Translation series done for the Agency or IAC components are highly significant and well received. The FDD notes, while few in number, are important especially to OCI/CIA and G-2.

c. The Summary series occupy the attention of a majority of FDD's personnel. For the most part, this publication contains exploited substantive information selected for treatment from open foreign language publications. It is generally well received by the intelligence community and research analysts. Through the medium of the Summaries, most of the requirements placed on FDD were fulfilled and disseminated.

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d. The Reference Aid has no place in the publications of the Division. It is, in fact, a "catch all" and usually exasperative in character. This publication was originally begun as a device whereby the intelligence community could get the benefit of the by-products of the exploitation program. In consequence, FDD

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linguists began to publish the contents of their working files in the form of bibliographies (generally not annotated), glossaries, and abbreviations. This is a reference or library function and impinges on the responsibilities of the OCR library and reference service.

25X1A e. The justification for publishing Reference Aids as stated by FID personnel is based on unique language qualifications. Since OCR does not have in its own office such language competence, it has defaulted to FID. Agency Regulation [REDACTED] requires that the OCR Sub-committee on Reference of Foreign Language Publications be responsible for this function. Projects accepted by the OCR Library Reference Branch have never been arbitrarily limited by language. Reference librarians are expected to deal with any and all languages and to resort to translators in CIA or in the Library of Congress or elsewhere, when the subject exceeds OCR linguistic competence.

f. Examples of Reference Aids produced by FID which should have been published by OCR are: Index of Two Chinese Communist Newspapers; Tables of Contents of Chinese Communist Periodicals; Glossary of Railroad Terms and Abbreviations as used by the German Reichsbahn; and Alphabetical List of Russian Abbreviations. Also, in a quarterly review published as a Summary, FID has disseminated a "Review of Chinese Communist Scientific and Technical Periodicals." This is principally a reference document and should be published by OCR. Two other Summaries fall in the same category: Serial

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Publications of Turkey and Serial Publications and Publishing Enterprises of Yugoslavia.

g. A similar series in fact is published by OCR called incorrectly Research Aid. Examples of these are: Selected Reference Aids to Cyrillic Alphabet Material; Selected References on Chinese Material Located in the CIA Library; Abbreviations of Intelligence Interest; Newspapers of Latin America--An Annotated Survey; Annotated Accessions List of Seventy-two Abstracts in Soviet Technical Literature; and The Collections and Indexes of the German Military Documents Section. These are in reality Reference Aids and should be so named.

h. In order to correct the confusion existing between FID and OCR the following is:

Recommended: (1) the Reference Aid series should be immediately discontinued in FID and the manpower used in the preparation of this publication be more properly assigned to foreign language translation and exploitation; (2) the name Research Aid in OCR should be dropped and the title Reference Aid be adopted; (3) responsibility for meeting the Agency's and IAC's requirements for reference material belongs to OCR and when projects require outside language assistance, that Office should obtain it from FID or elsewhere and publish the results as a Reference Aid, giving proper credit where appropriate. //

i. This recommendation should in no way detract from the essential coordination activity required of FID in which the intelligence community is kept informed of the translation services available in the United States and abroad. This and similar information should continue to be published in the Consolidated Translation Survey and the Foreign Publications Exploitation Review, but instead of being disseminated as a Reference Aid,

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it should become a regularly scheduled publication in the Summary series.

j. There is also a conflict of effort between FID and OSI on the translation and publication of materials on the "Presidium, Academy of Sciences, USSR." The first two volumes on this subject, consisting of 301 pages, were done by FID linguists and disseminated as a Summary on 30 August 1950 under the title of "Information on the Academy of Sciences USSR Collated from Russian Published Sources." This translation covering a period from 1945 to 1950 was published in two volumes. According to the preface, the material came from Soviet scientific periodical literature and was composed of unevaluated information. This was the first effort of its kind and was generally well received by the intelligence community. (A)

k. Research analysts in OSI felt, however, that the translations of FID were not adequate. The information, they asserted, "had not been selectively filtered...it was not complete; it mixed old and new information to the detriment of an understanding on what were the components in existence at the time..." It was also stated in OSI that FID's work on this subject "did not answer the intelligence questions..." and did not present "a satisfactory picture of how the Presidium was organized; which units were subordinate to others, the magnitude of the effort, the range and character of its interests and responsibilities and other questions of this sort..." The translations from open Russian literature on this subject were

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therefore taken over by OSI following an agreement between the AD/O and the AD/SI in a memorandum dated 5 October 1951.

1. The major study produced by OSI on the Presidium consisted of 194 pages and was published on 24 March 1954. The preface of this volume states that it contains "material translated from Russian language publications...for the period 1946 through June 1953." The bulk of the information contained in this volume was taken from the Academy periodical, Vestnik Akademii Nauk SSSR. This study of the Presidium covers much of the material already translated by FPD and contains unevaluated exploited material from foreign language documents with a few references from already published English sources.

m. Language knowledge is, indeed, a tool of research, and OSI analysts must have considerable linguistic facility, but it is not one of OSI's functions to translate, exploit and produce unevaluated information. By [REDACTED] charged with the responsibility for producing finished evaluated intelligence in scientific and technical fields. In the same Regulation the AD/O has the responsibility for exploiting foreign language publications for information. The following is :

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Recommended: (1) the AD/SI, in consultation with the AD/O, should rescind the memorandum of agreement dated 5 October 1951 whereby OSI was to assume the responsibility for translating, exploiting and publishing unevaluated information on the Presidium of the Academy of Sciences, USSR; (2) in all future studies of this nature, AD/SI should avail himself of the professional linguistic services of FPD; (3) when lengthy projects are organized in OSI requiring material from open foreign language documents, careful terms of reference should be prepared which will go far toward eliminating possible errors in choices of materials and assuring that the "magnitude of the effort" and the "range and character of interests" are understood.

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n. This recommendation should not reduce in any way the work of OSI linguists in various languages as a part of their normal research in the production of finished and evaluated intelligence. But an adherence to this recommendation, coupled with careful project planning, will relieve OSI analysts of having to translate and exploit their own material. This will release them for the more important analytical tasks required of scientific intelligence research specialists. //

o. The special language services and the meeting of spot requirements received praise from the Divisions in the DD/P, the DD/I and from research units represented in the IAC. Reference has already been made to the percentage of FDD manpower employed to service the DD/P, DD/I and the IAC (see page 14).

p. Types of service rendered fall into the broad categories of reporting against specific requirements for information; translation service; and loan of personnel for specialized tasks at Headquarters and in overseas stations. For example, DD/I components have received special assistance for the following: (1) documentary research for specific NIE sections and in support of specific projects such as the Soviet radiowave propagation research; (2) loan of personnel for rapid selection and exploitation of sensitive microfilm and document collections with respect to trade intercepts between Hungary and Pakistan; (3) viewing and interpreting foreign language films for Graphic Register; and (4) special translation services on "Soviet Navigation Radar Station 'Neptun'"; "Textbook on Government Budget

Accounting in Communist China"; and "Actual State of Railways in Communist China and Trends in Various Constructions."

1. The various divisions in the ID/P were requested by the inspection team to review the contribution and appraise the services rendered for them by FID during FY 1955. Written statements and conversations with ID/P personnel revealed that the average length of time for translations on a priority basis is two weeks and on a routine basis five weeks. There were no complaints from the regional divisions on the quality of FID's services.

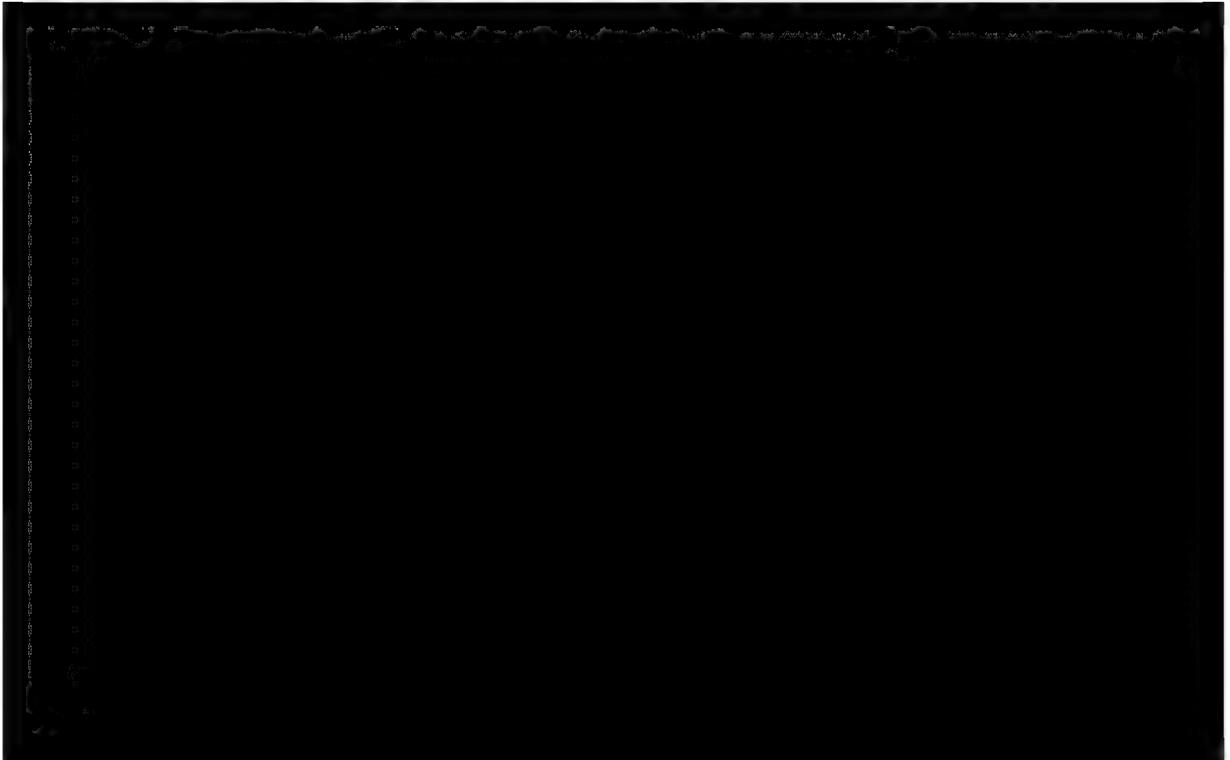
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s. If the IAC agencies had any complaints against FID it was that greater efforts should be placed on the exploitation and

translation of more publications on the USSR, Satellites, and China. Special services are rendered for the IAC on request as is done in CIA. Specialized services are as follows: (1) review

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c. During the course of this survey three representatives from the IAC and one from the DD/P stated that FID personnel deserved a commendation for the excellent quality of their contribution in the field of unique materials gleaned from foreign language documents and for their personal services when called on for assistance.

E. Special Projects and Activities

1. General

a. This section of the survey will include a critical appraisal of the special projects and activities in which FID engages designed to meet the language demands made on it by the

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b. The work accomplished for the intelligence community as reflected in these projects and special activities has been of value in general and in FY 1955 represented approximately [REDACTED] cent of the total FID budget or approximately [REDACTED]

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#### IV. ORGANIZATION AND MANAGEMENT

##### A. Organization of FID

###### 1. General

a. The organization of FID (Tab D) is adequate to meet the responsibilities for special services and to fulfill the substantive requirements placed on it by the Agency and the IAC. No organizational change is recommended in this report. Administrative personnel in the Division are held to a minimum. The emphasis is on acquiring and training linguists who perform the important task of producing exploited information.

b. The Division has six branches: Reports, USSR, Eastern Europe, Far East, Scientific and Technical, and Western World. There is a small Administrative Staff and a Linguistic Support Staff which operates out of the office of the Chief of the Division. This is a tidy, uncomplicated structure which permits the handling of the thousands of documents with ease and efficiency. The linguists are grouped according to their branches but sit in large open areas without partitions. In this way materials, reference works, and working files are used in common.

c. The Division is handicapped in one important aspect, however, that is its location. It is too far from the other components of OO and too far from Agency operational and intelligence personnel for whom a large part of its work is done. In any contemplated move of OO Divisions, careful consideration should be given to relocating FID where personnel in the Agency can have easy access to language specialists and special services. The general inaccessibility of FID was mentioned innumerable times by those with whom discussions were held during this survey, as one of the detriments to a more effective use of FID's personnel and product.

2. Office of the Division Chief

a. The Chief of FDD has a high degree of autonomy in the operation of his Division. He is on the Career Board of OO and, in common with the other two Division Chiefs of that Office, assists in developing policy and plans designed for the improvement of the activities of the Office as a whole. As has already been pointed out, the Chief of FDD is the Chairman of the Sub-committee for the Exploitation of Foreign Language Documents. He is also the acting Chairman of the Advisory Committee created by NSCIB 16.

b. Authority to select and produce exploited foreign language information has been effectively delegated to the Branch Chiefs. While the Division Chief cannot possibly read and check all information which is produced by the Division, he does read as a daily duty the important items and personally approves of the publication of the FDD Notes which are considered to be of current value. Also, the Division Chief handles a large share of the liaison work with other parts of the Agency and with the IAC.

c. The Chief of the Division is a competent linguist and is able personally to appraise the value of many periodicals which come into the Division and determine their applicability to existing intelligence requirements. No individuals who were consulted in this survey complained that they were not receiving proper supervision from the Chief and Deputy Chief of the Division.

d. Coordination with other Government agencies and representatives of foreign governments on matters of foreign language exploitation is directed by the Chief, FDD. This function is accomplished in connection with his position as Acting Chairman of the Advisory Committee. Since

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many of FID's reports go to [REDACTED] and since their reports come to this Agency, effective efforts are being made to avoid duplication.

In this respect two commendations from the [REDACTED]

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### 3. Linguistic Support Staff

a. The Linguistic Support Staff was created in December 1954 by combining the functions of the Linguist Service in "N" Building with those of the Division Language Training Officer. Setting up of the Staff was designed to serve two principal purposes: (1) to meet requests by other Agency components that the Linguist Service be expanded; and (2) to strengthen the Division's language training program.

b. The Table of Organization of the Linguist Support Staff authorizes two positions: a GS-13 as Chief and a GS-12. Both positions are filled. The present Chief is a GS-12; the second position is occupied by a GS-11.

c. The Linguist Service in "N" Building is staffed by linguists drawn, on loan and in rotation, from FID exploitation branches. Most of the requirements levied on the Service are for translation and exploitation of documents in Russian and German, and the Division therefore tries to assign linguists to "N" Building who have good commands of these two languages--and of as many others as possible. FID plans to assign a

linguist to take permanent, full-time charge of the Service in the near future. The position authorized for this function will probably be a GS-12.

d. The Service averaged 850 contacts a month during FY 1955. OER was the principal customer, followed by OCD and GSI, in that order. Forty per cent of the requirements levied on the Service during the Fiscal Year were for assistance in German, 40 per cent were for assistance in Russian, and 15 per cent were for aid in Satellite Slavic languages.

e. The Service accomplishes several useful purposes. For many transactions, it abolishes the distances which formerly separated FID from its consumers in "M" and "Q" Buildings. It eliminates much of the elaborate paper work which characterizes the dealings of consumers and producers when they are far apart, and substitutes face-to-face discussion. This often clarifies both the consumer's needs and the producer's capabilities for satisfying the needs, and thereby conduces to a closer correspondence of the two. By these means, the Service provides consumers in "M" and "Q" Buildings with faster, fuller, and more useful support than otherwise could be provided.

f. The Linguist Service is so popular that ED/P personnel have emphasized that a unit from FID which commands wide language coverage should be located centrally near the operating Divisions. This would save much time, since a quick resume of classified reports could be made promptly on request in order to determine their value before reaching a decision as to whether a complete translation would be necessary. The recommendation for the establishment of such a unit has been made in a

previous Inspector General Survey (EE Division). This recommendation is herein repeated:

Recommended that space be provided, preferably in "J" Building or "I" Building, for three linguists to assist the regional Divisions as requested in performing their intelligence and operational functions, and that the Chief, FDD, be instructed to set up Linguist Service facilities as soon as feasible.

g. A secondary function of the Linguistic Support Staff is to train divisional personnel in rare languages and special vocabularies which other Agency components do not require. FDD can and does devote its efforts to other, less esoteric needs of the Agency. FDD, moreover, requires special language skills at irregular and unpredictable intervals and cannot wait for courses in these skills to be fitted into OTR schedules. FDD also can employ on-the-job training more effectively than OTR could. FDD and OTR agree that this division of labor between their units is satisfactory.

h. FDD provides its personnel with such additional training, too, in addition to instruction in languages. Forty-five division personnel took the Agency's Basic Orientation Course during FY-1955, eight took the Basic Supervision Course and five the Clerical Refresher Course. Twenty-three analysts visited industrial plants to improve their understanding of specialized subjects and six engaged in area studies. The Division's function in training in subjects other than linguistics is largely administrative, and is performed by the Chief, Administrative Staff.

i. The training efforts of FDD are sound, not duplicative, and assist appreciably in giving divisional personnel specialized language skills which FDD is competent to handle. This is practical, on-the-job training of importance to the Division's Career Program efforts (See Pages 70-76).

#### 4. Regional and Functional Branches

a. The Chiefs of the six Branches into which FID is organized have been at the head of their respective components since the formation of CIA. Some have been there since the period of the Washington Document Center. This long service has brought continuity to the activities of the Division. All of the Branch Chiefs, without exception, are competent linguists who command the respect of those who work for them. All of the Branch Chiefs are GS-14's, which is the top grade available to them.

b. The Branches are divided into functional sections with a Chief and specialists in the various language categories needed to exploit the source material in response to demands of the intelligence community. The Scientific and Technical Branch is unique in that in addition to exploiting scientific literature, mostly in the Soviet field, it coordinates pertinent scientific information produced from the source material of the area branches. This material is included in the publications supervised by the Scientific and Technical Branch. This information is generally well received, although there are some conflicts of interest between this Division and several of the Divisions of OSI.

(See Pages 43-44)

c. The Reports Branch plays an important role in the publication program of the Division. It is responsible for (1) controlling the document procurement requests which come from the various branches; (2) assigning requirements and following up on suspense dates and deadlines in order to assure that requests are either met or good and justifiable reasons given for not accomplishing the tasks accepted by the Division;

(3) editing all material and preparing it for reproduction; (4) maintaining records of work accomplished; (5) publishing a monthly report on foreign language exploitation for use of the IAC agencies; (6) requesting all reproduction work, copying and bookbinding; (7) maintaining, in cooperation with other US intelligence agencies, a Document Exploitation File for prevention of duplication; and (8) controlling and reporting inter-agency liaison by Division personnel.

d. By far the most important contribution of the Branch is the editing. This function is performed generally satisfactorily (see Page 37), although during most of 1955 there was considerable opposition to the editorial activities of the Reports Branch and charges were made that it arrogated to itself the right to enter into substantive matters even to the point of rejecting some of the items selected by the Branch for exploitation. The Chiefs of the Branches asserted that they were the only ones qualified to exercise such judgment, since the editors could not possibly be authorities on all matters. This confusion was corrected by the Chief, FEO, with the understanding that a hard critical appraisal would be taken of all items produced by the Branch Chiefs or their Deputies before sending the material forward. This as yet has not been fully implemented. The Branch Chiefs claim that other matters often prevent them from reading all of the material which is produced by their Units and that they only spot check the items produced. This is not adequate.

e. Not enough critical judgment is being exercised by the Branch Chiefs on the material selected for publication from their respective components. The publication of exploited information from foreign language

material is the most important job of the Branch Chief; nothing should interfere with it. It is:

Recommended that the Chief, FID enforce the following: (1) the Branch Chiefs or their Deputies read critically and appraise all of the material selected for exploitation by the various Branches and initial each item indicating that not only the selection of the item is approved for publication, but the treatment as well; (2) assure that old, duplicatory and trite information is removed and that the source material exploited be focused sharply on stated needs; and (3) relieve the Branch Chiefs of secondary duties which may interfere with performing this most important task.

f. There was some evidence that the Section Chiefs lacked language competence and spent too much time bickering over semantic matters and not enough time in guiding exploitation tasks. Too often, it was found, the language specialists were left to their own devices as to what should be exploited and how the material is to be treated only to find that their work was not suitable and the task would have to be redone. Guidance from the beginning would have eliminated this waste of time and effort.

g. While the inspection team did not find that this lack of substantive guidance seriously hampered work in all of the Divisions it is:

Recommended that the Branch Chiefs ensure that their Section Chiefs be alerted to this general complaint and that they be instructed to devote their energies to: (1) organizing the substantive work of the Section; (2) assisting the translators and exploiters in selecting the items for exploitation; (3) keeping the language officers constantly aware of the requirements leveled on the Section and deadlines to be met; and (4) determining whether certain source material, because of its significance should be translated verbatim, extracted, or abstracted.

## B. Management

### 1. Administrative Decentralization

FID's divisional administration is highly decentralized. The Administrative Staff is small in number (seven), small in proportion to

to the Division's total, and junior in grade. These arrangements are in accordance with Agency practice and were worked out in consultation with the Management Staff. The activities of the Division are being adequately supported by the Administrative Staff and are generally satisfactory.



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individuals charged to the Division at any given time are engaged in special support projects and are therefore not available for FID's regular, continuing operations. Worse yet, qualified linguists are hard to recruit and are constantly being drafted out of FID for service elsewhere in the Agency, with the result that the Division's strength always includes a considerable proportion of inexperienced individuals and plus those in training.

c. The Division's average grade corresponds closely to the average for the Agency as a whole. The CIA average is 8.7. FID averages are as follows:

FY 1955.....GS-09 (1st step)

FY 1956.....GS-10 (1st step)

FY 1957.....GS-10 (2nd step)

The salaries paid linguists seem to be at least as high as those which linguists could earn in most forms of private employment.

d. The Division's authorized strength is below what FID believes it needs in order to perform more satisfactorily the services of common concern. The Clark Committee report stated that: "Although CIA has the proficiency for translation of about 70 different languages and dialects, it is now able to fill only 25 per cent of the requirements placed upon it, due to a lack of qualified personnel."

e. FID reports that personnel shortages prevent adequate exploitation of Russian documents for scientific, technical, and other information. Data on China and other Orbit countries available in Soviet newspapers and periodicals are being neglected if not entirely ignored. No continuing coverage of Eastern European technical periodicals is possible. Exploitation of Chinese publications does not cover telecommunications and power, basic construction, management and operational

aspects of industry, regional planning and control, political theory and party practice, or provincial and local budgets and finance. There are many other inadequacies in the Division's coverage.

f. This report recommends that the Division cease engaging in certain operations in which it is now engaged. (See pages 40-41, 57-59, 66-67.) The report also recommends that FID devote an even greater proportion of its manpower and facilities to high priority objectives and an even lower proportion to other purposes. (See pages 66-67.) Adoption of these recommendations would appreciably lessen the present strain on the Division's resources.

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### 3. Budget



### C. Career Service

1. The Career Service Program for OO will be treated in its larger aspects as part of the Office Survey. This section of the report will deal only with the implementation of that program by the Chief, FID, who is a voting member of the Office Board.

2. The Charter of the Board requires that its members: (1) advise the AD/O on "personnel policy, planning, and the execution of programs having an effect on the careers of OO personnel..."; (2) ensure that OO personnel receive all possible benefits under the Career Program; and (3) implement the Career Service Program in accordance with the needs and functions of their respective Divisions. The Board also considers personnel actions, inter-office rotation or reassignment of all professional personnel, recruitment requests or exceptional promotions involving positions <sup>any</sup> in Grades GS-14 and GS-15, and training requests. No

3. The Chairman of the Board, who is the AD/O, has made it clear that on the written request of any OO employee, the OO Career Service Board will review individual career plans, or consider any personnel action or matter affecting the employee's career with the Agency.

4. Despite the good intentions of the OO Career Service Board, the Chief, FID, has never been required by the Board Chairman to develop career plans for his people. Why should he?

5. The OO Career Service Board has been concerned mainly with promotions, approving rotation assignments, and developing an extensive training program. In these three fields of endeavor, FID personnel offered little criticism. Where the Board is defective, however, is in the development of long-range career plans. Information available leads to the conclusion that personnel actions are too often made on an ad hoc basis. While the Chief, FID, generally will not oppose individuals who wish to transfer out of the Division or who succeed in finding positions with higher salary or with better professional possibilities elsewhere, little assistance is given by him or his Branch Chiefs in developing individual plans for the orderly rotation of personnel in line with well conceived plans designed to

6. During the course of this survey many young capable linguists who handle documents and periodicals in two, three and sometimes five languages, who have excellent academic backgrounds, and who have been in the Agency since its beginning complained that they feel "trapped" in FID, since there seems to be no way they can seek other assignments in the Agency without giving the impression of being dissatisfied with their work or supervisors. Such persons are generally not dissatisfied with what they are doing but only want broader professional opportunities which they know exist in the Agency. The Branch and Section Chiefs have not been required by the Chief, FID, to discuss career programs with personnel under their supervision. This is a serious deficiency in the management of the Division.

7. Too often, therefore, ad hoc decisions must be made to release personnel who have managed to find themselves assignments through friends or through direct appeal from other Agency components. The releasing of such personnel to other Agency offices and staffs is not career development on either a short or long-range basis. Personnel generally in FID are aware of this lack of sound career management and have expressed little confidence in the ability of their supervisors to develop career plans and make them effective.

8. Laudatory efforts have been made to offer language instruction in the Division and provide for training in OTR. During FY 1955, [redacted] of 25X1A FID personnel participated in some kind of language training. Of these, 25X1A [redacted] were instructed in the Division's internal training program and [redacted] 25X1A staffed in courses provided through OTR. The largest training groups in the Division program were in Russian with 31 students, Chinese 20, and

an English review course occupied 13. A serious effort is being made to build up a "strategic reserve" of individuals who have commands of languages for which there may be no urgent requirement but for which there is good reason to believe there will be a later demand.

9. It must be said also that FIB has been made a target for raiding excursions by various Agency components who also have not planned adequately for their own needs of specialized language personnel. For example, FE Division, IB/P, and FE Division, OCI, made simultaneous requests in April 1955 for language specialists in Burmese. There were responsible positions at salaries higher than those paid by FIB; therefore, the Division released the two individuals in July. This left FIB without adequate language coverage in the Burmese area. Training of a new candidate was begun in September following OO Career Service Board approval, but the candidate will not be prepared to assume the full responsibilities of his position until February of 1956. Had properly timed career plans been developed for these individuals FIB could have provided for its own coverage, at the same time permitting individuals to obtain broader professional opportunities elsewhere in the Agency. *revised*

10. Rotation of personnel within the three Divisions of OO has always been general practice. This is especially true between FIB and [REDACTED]. The mutual interest of these two Divisions in language personnel make exchanges natural and beneficial. However, even in this comparatively simple management effort within OO itself, there is little evidence of long-range preparation for the exchange or rotation of personnel based on carefully timed career development plans. The same is true in effecting changes with the IB/I complex. The OO Career Service Board has affirmed that rotation "on an exchange basis with the other IB/I offices was a

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good idea . . . and that OCI and OGI were particularly anxious to work out such arrangements." To date, however, no orderly method has been devised with the HD/I components for a planned exchange of personnel.

11. Young officers in FID show little knowledge of what is available to them in the Agency on career development of junior personnel. There was some knowledge of the existence of a Junior Career Development Program but not a single individual among those who talked to the inspection team was aware that any planning had been done on his behalf by his superiors. The Chief, FID, has been aware of this deficiency and on 9 February 1955 proposed to the OO Career Service Board that "those participating in the Junior Officer Career Development Program should be selected by a senior CIA board with a program of development outlined for them rather than having the individual develop his own program and apply for same." The Chief, FID, was requested by the AD/O to produce his recommendations in writing and submit them to the Board for consideration. The recommendations were subsequently produced by Chief, FID, but were voted down by the OO Career Service Board on the grounds that such planning for junior officers would in all probability take from the Division <sup>???</sup> competent people. The Board also maintained that those young officers in FID not possessing adequate qualifications for the JCD Program and therefore not chosen might prove to have a demoralizing effect on them and the Division.

12. The position of the OO Career Service Board is not well taken and does not conform to [REDACTED] which states that "Heads of career service shall nominate especially qualified individuals for the [JCD] program by requesting them to submit applications . . . each applicant will prepare a proposed career development plan as an integral part of his application." The Regulation also stipulates that the individual's

immediate supervisor will actively assist in the preparation of the plan. Each junior officer candidate should know that acceptance in the program is on a competitive basis and his selection will depend on test results, supervisory comments, academic background, performance records during the period of CIA employment, and psychological assessment performed by personnel in the Office of Training. The candidate must also successfully pass a rigid medical examination. This information plus the statement of the objectives outlined in the individual's career plan will determine whether an applicant will be selected by the Committee for the Career Development of Junior Personnel.\* No young officers from FID have ever been recommended for the JCD program.

13. Also, up to the present time the Chief, FID, has never placed a request for personnel to be brought into his Division through the Junior Officer Training Program (JOT) administered by the Office of Training. This office "directs a comprehensive program for the selection, professional training, and career preparation of junior officer personnel in cooperation with the various offices of the Agency." (See [REDACTED])

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[REDACTED] The Chief of the JOT Program stated that young persons with unusual language training exist in the U. S. but no effort has been made to recruit such personnel for FID because of the apparent lack either of interest or need.

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\* See [REDACTED] on policies and procedures on the selection of candidates for the JCD.

14. In order to correct the deficiencies in the Career Management of personnel, the OO Career Service Board should revoke its position that career plans are inadvisable and in certain circumstances even demoralizing. It is:

Recommended that the Chairman of the OO Career Service Board require that:

(a) The Chief, FIB, appoint a divisional Career Management Staff composed of the Deputy Chief of the Division as chairman, the Chief of the Administrative Staff as the permanent executive secretary, and three Branch Chiefs to serve on the staff for a twelve-month period on a rotating basis;

(b) The Executive Secretary:

(1) Develop in connection with all personnel in the Division long-range career plans in line with Agency and office regulations;

(2) Compile minimum manpower and training requirements for each type of language service rendered by FIB for the intelligence community; *how can be determined beforehand (DD/req for 50 down long with) etc.*

(3) Identify the individuals who will be needed to satisfy these requirements;

(4) Maintain a current roster of personnel who already satisfy by training and experience FIB's requirements;

(5) Prepare requirements for the recruitment of junior personnel in consultation with the Chief of the JOF Program in the Office of Training;

(6) Prepare career plans for selected junior officers in FIB in compliance with the Junior Career Development Program; and

(7) Submit findings, recommendations, and plans to the FIB's Career Management Staff.

(c) The Career Management Staff consider all aspects of individual career plans and manpower needs of the Division and submit them along with recommended action to the Division Chief for his review; and

(d) The Chief, FIB, propose to the OO Career Service Board the individual career plans and junior officer career programs of personnel under his jurisdiction and recommend action to be taken within the framework of these programs with respect to assignment, reassignment, training, testing, rotation and promotion.